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> **RESPONSE OF THE FEDERAL GOVERNMENT TO THE RECOMMENDATIONS OF THE** CONSULTATIVE TASK FORCE ON THE CANADIAN FURNITURE INDUSTRY



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CANADIAN FURNITURE INDUSTRY

May 1979

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ANNEX I

List of Participants in Consultative Task Force on the Canadian Furniture Industry

INTRODUCTION

DEPARTMENT OF INPUSTRY TRAJE & COMMERCE LIBRARY

JUN 13 1979 process of private sector consultations on measures to improve the IBLIO THEO THE performance of, and the outlook for, the manufacturing, construction since of and tourism sectors in the Canadian economy. Twenty-three industry task forces composed of representatives of management, labour and the academic community were formed. Provincial government representatives also participated. By August 1978, each task force had completed a series of meetings and submitted a report reflecting conditions in their industry to the Federal and Provincial Ministers of Industry and to the public. These reports covered a broad range of themes and the recommendations contained in them are viewed by the federal government as important elements in the development of future industrial policies.

Following the work of the industry sector task forces, an Overview Committee was established consisting of five representatives from the Canadian Labour Congress, five from the business community, one from the academic community and a chairman from the private sector. This group worked from the task force reports, identified common viewpoints, and presented policy recommendations applicable both to the economy generally and to specific industries. The Overview Committee presented its report to Governments in October 1978.

In reviewing the prospects for industrial growth over the next number of years, the reports prepared by the industry task forces and the Overview Committee addressed two objectives in particular. The first, was to improve the competitiveness and productivity of Canadian industry. The second was to create long-term employment.

In assessing these reports, and the Government's responses, a number of themes emerge which are of particular importance and which might be viewed as providing a framework for the recommendations of business and labour as well as the responses of the federal government. These themes focus on measures to increase industrial competitiveness, especially by building on comparative advantage, the support of regional economic development goals and the enhancement of Government, business and labour cooperation.

While the substance of what has emerged from the task force and Overview Committee reports is of utmost importance, the Government believes that the emerging process of Government/private sector consultation is of equal value. In this regard, the federal government views the results of these consultations as a significant framework for evaluating existing policies and programs and for designing new ones.

As part of its commitment to the consultative process, the Government has undertaken to respond to the recommendations of each of the 23 task forces and to those of the Overview Committee. An initial Government response was released in November 1978 entitled "Action for Industrial Growth - A First Response". A specific response to the task force recommendations with respect to taxation measures was included in the Budget Papers of November 16, 1978. On February 21, 1979, the Government released its response to the forty-six recommendations made by the Overview Committee. The Government agreed with and outlined measures in relation to the overwhelming majority of these recommendations. This document, Response of the Federal Government to the Recommendations of the Consultative Task Force on the Canadian Furniture Industry, constitutes one of the twenty-three detailed federal government responses paralleling the task force reports and should be viewed as part of the ongoing consultative process.

It is recognized that the implementation of policy initiatives indicated in these responses will, in many cases, take some time and that a few other policy issues have yet to be fully addressed. The Government will, therefore, be continuing to respond to the industry task force reports. The Government also believes that continuing consultations between business, labour and Government on specific industry sector problems are a vital part of this further work. Finally, the Government recognized that in responding to the recommendations, not all participants of each task force will be satisfied. In a number of instances, dissenting reports were submitted along with or after completion of the task force report. The Government is committed to addressing all recommendations contained in these reports.

PART I

GOVERNMENT RESPONSE TO TASK FORCE RECOMMENDATIONS - AN OVERVIEW

The Sector Task Force on the Canadian Furniture Industry in its report stressed the importance of improving its share of the domestic market so that it could continue to make a major contribution to the economy. To accomplish this, the task force submitted recommendations that included measures designed to:

- Ensure that existing regulations are earnestly applied to imported goods
- Reduce the overall level of taxation by the implementation of selective tax allowances
- Reduce the rate of growth of government involvement in the social and economic life of Canada
- Reduce the relative high cost of transporting furniture products across Canada
- Improve the competitiveness of the industry by providing incentives to encourage product development and design.

The federal government recognizes the important role played by the industry in providing employment in both rural and urban areas, in further processing the country's raw materials and in providing a wide range of quality products to the consumer. It is in this context that the recommendations have been addressed and the government has taken substantive action to provide a framework for sound industrial development.

Significant positive measures have already been taken by the Government to improve the execution of anti-dumping and countervail legislation. As well, the Government fully supports the equal application of standards to all products sold in Canada whether they be imported or manufactured in this country.

Extensive consideration has been given to the task force recommendations dealing with fiscal policy and a number were addressed in the budget paper of November 16, 1978. The federal sales tax issue will continue to be under review and will be considered in the development of subsequent budgets.

The co-ordination and duplication of programs are of great concern to the federal and provincial governments. In November the First Ministers made a reduction in the duplication of services a priority measure. Specific action is already underway in the field of environmental protection and where agreement can be reached, the responsibility for the enforcement of federal environmental regulations will be transferred to the provincial governments. At the federal level, the Board of Economic Development Ministers has been created to co-ordinate the activities of the various government departments. In addition, the Government will ensure that consultations are held with interested parties prior to the introduction of new regulations. In the area of transportation, the Government has stated its intention as a general policy to allow freight rates to be established by market forces thereby reducing the inconsistencies in the present rate structure as well as allowing rates to become more competitive. Problems related to freight movement by truck will continue to be addressed through the Canadian Conference of Motor Transport Administrators.

Assistance programs, such as the Enterprise Development Program, have enabled many furniture manufacturers to restructure so as to become more efficient and to take better advantage of market opportunities. However, having recognized that the needs of the industry are not entirely met by the programs in place, the Government is currently reviewing possible assistance measures that are directly applicable to the furniture sector.

The list of members of the Furniture Industry Sector Task Force is included with this document as Annex I. The representatives of organized labour have advised they wish to be completely disassociated from the recommendations made in the task force report.

The individual recommendations of the task force and the Government's responses are provided in the following pages.

PART II

GOVERNMENT RESPONSE TO TASK FORCE RECOMMENDATIONS

GENERAL

1. Recommendation

We recommend a <u>positive</u> approach toward the support of all sectors of the furniture industry.

Government Response (Agree in principle)

A recently published document titled "Action for Industrial Growth - A First Response" reflects Government's position for a positive approach as follows:

The role of Government in influencing the directions industrial activity takes in Canada has been a focus of controversy. This issue is not conducive to simple prescriptions given the structure of Canadian industry, the degree of foreign ownership, the size of domestic markets, competitive pressures from abroad and the efforts of governments in industrial development. An essential premise remains, however. It is that the private firm operating in the marketplace is the instrument to seek out economic opportunity and turn it to productive activity.

Government can aid in the identification of certain opportunities, in ensuring an environment conducive to entrepreneurship, and, in certain circumstances, in assuming a portion of the risk involved, but it is the individual firm that in our system is the prime actor.

This then requires that Governments' policies and programs for industrial development have the flexibility to respond to rapidly changing opportunities and constraints generated by the market. Prescriptive planning by governments in the realm of industrial development, attractive as this may be to some, carries the grave risk of rigidity and resource misallocation. By definition, to be competitive, industry must be responsive to domestic and world markets. By the same token government policies and programs for industrial development must essentially be responsive to the requirements of firms and sectors.

A wide range of measures have been taken by the federal government in the recent past, consistent with the direction provided by First Ministers last February, to improve the environment for economic growth and industrial development. Some of these have been in response to recommendations made by the 23 industry sector Task Forces. Other initiatives predated the consultative exercise.

These measures essentially are instruments of structural or framework policies among which are included the following: burden of government; economic development and infrastructure support; taxation policies; environmental protection measures; transportation, trade, competition and procurement policies.

2. Recommendation

We recommend establishing the valuation of our dollar vis-à-vis the U.S. dollar within narrowed limits on a basis of economic factors to establish a competitive position.

Government Response (Disagree)

Following a review of the subject, Government policy remains to allow the value of the Canadian dollar to be determined by market forces.

3. Recommendation

We support the "Buy Canadian " program as a worthy federal program.

Government Response (Agree)

As part of its ongoing activities, the Department of Industry, Trade and Commerce has implemented a "Shop Canadian" program.

IMPORT SAFEGUARDS

4. Recommendations

We recommend revision of anti-dumping legislation to improve its effectiveness and ease of implementation.

- 5. We recommend strict and continuous monitoring of major foreign exporters' selling prices.
- 6. We recommend the easing of regulations restricting application of countervailing duties.

<u>Government Response</u> (No. 4 Agree in principle) (No. 5 and 6 Agree in part)

With respect to the Furniture Industry Task Force recommendations 4 and 6, the government is committed to taking expeditious action on injurious imports compatible with our international rights and obligations. Specifically, its efforts in this area include:

- a) Improved execution of the significant positive measures already taken by Finance, the Anti-dumping Tribunal and Revenue Canada in anti-dumping and countervail legislation.
- b) Continued development by Finance, Revenue Canada and Industry, Trade and Commerce of more efficient domestic procedures and administration of regulations/legislation dealing with injurious imports, taking into account changes resulting from the MTN.

The submission of specific views and proposals regarding the administration of the anti-dumping and countervail procedures would be welcome.

As regards recommendation 5 information on major foreign exporters' selling prices is ascertained in many instances by the Department of Industry, Trade and Commerce and by Revenue Canada. Comprehensive and continuous monitoring of such prices would, however, be administratively impractical.

7. Recommendation

We recommend that the regulations applied on domestically produced goods such as CSA certification of cabinet lighting, fabric labelling requirements etc. be applied equally to foreign exporters.

Government Response (Agree)

Under provincial (CSA) and federal (Textile and Labelling Act, Hazardous Products Act) laws, standards are to be applied with equal rigour to both domestically produced and imported items. Government supports this equal application of standards to all products sold in the Canadian marketplace, either produced domestically or in foreign jurisdictions.

Provincial authorities may have experienced some difficulty in implementing such equal application of standards. In these exceptional cases, a speedy resolution might best be achieved through consultation between affected industry representatives and the appropriate provincial authorities.

EXPORT DEVELOPMENT

8. Recommendation

We recommend design assistance programs be adapted to our needs and offer our assistance in their development.

Government Response (Under review)

Changes in the design assistance program to promote exports as recommended by the task force would involve significant revisions to present eligibility criteria. The matter is under review.

9. Recommendation

We recommend that legislation be enacted to preclude the restriction of exports by Canadian subsidiaries of foreign firms.

Government Response (Agree in principle)

This issue has been addressed, at least in part, by the amendments to the Combines Investigation Act, specifically sections 31.5 and 31.6, enacted in December, 1975. However, it is recognized that there may still be difficulties in this area and that reviews of the matter will be given consideration as required.

TAXATION

10. Recommendation

We recommend that amendments be made to the Income Tax Act to allow deduction of mortgage interest and municipal taxes from taxable income.

Government Response (Disagree)

As noted in the November 16 budget papers, the government has concluded that such deductions would be regressive tax measures, that they would be discriminatory against tenants and that they would produce economically perverse effects on housing markets, capital markets and interest rates.

11. Recommendation

We recommend that furniture purchasing be reinstated under the Registered Home Ownership Saving Plan.

Government Response (Disagree)

The original intention of the Registered Home Ownership Saving Plan was to assist young couples to build up sufficient funds to purchase a home at a time when housing prices were rising dramatically. The present plan maintains this purpose. To reinstate furniture would discriminate unfairly against other consumer durables, and is not consistent with the primary aim of the program.

12. Recommendation

We recommend that federal sales tax be collected at the retail level to equalize the effect of this tax on foreign exporters and domestic manufacturers.

Government Response (Under review)

The Standing Committee of the House of Commons on Finance, Trade and Economic Affairs will be considering the "Report of the Commodity Tax Review Group" with a view to recommending some modification to the structure of Canada's commodity tax system. The report makes many specific recommendations which directly address the concerns raised by a number of Task Forces including those of the furniture industry related to the effect of the federal sales tax in discriminating between imports and domestically-produced goods. The Government will decide on the appropriate course of action once it has heard the views of the standing committee.

13. Recommendation

We recommend that the inventory tax allowance for manufacturers be substantially increased.

Government Response (Disagree)

The Government does recognize the distortions that arise from use of historic cost accounting in an inflationary environment. It has come to be generally accepted that inflation not only leads to an overstatement of profit because of first-in first-out inventory and historic cost depreciation accounting, but also to an understatement of profit because accounting conventions overstate the real cost of corporation borrowing during an inflationary period.

When the implications of debt financing are recognized, along with the full implication of accelerated capital cost allowances, the investment tax credit and the three per cent inventory adjustment, the over-all level of Canadian corporation taxation does not differ greatly from what it would be under a comprehensive system of inflation accounting. Again, the need to maintain tax system stability indicates caution in any early movement to a comprehensive system of inflation accounting. There would also be many considerations in such a move related, for example, to the changes in tax burden on particular sectors in both directions that would result, to tax complexity, to the interaction between the corporate and personal tax, and to the harmonization of Canada's tax system with that in other countries.

The Government will continue to support the development of appropriate inflation accounting systems in the private sector because of the importance of accurate information on business operations for the efficient operation of the economy, and the possibility that the existence of such information would allow a fairer distribution of the total corporation tax burden among sectors.

14. Recommendation

We recommend that provincial governments exert care to minimize disruptive fluctuations caused by upward changes in provincial sales tax.

Government Response (Under review)

This issue has been referred to and is to be addressed by the provincial governments.

LEGISLATIVE ENVIRONMENT

15. Recommendation

We recommend a three-year freeze on all business related legislation to allow an absorption and adjustment period.

Government Response (Disagree)

Demands for government intervention on a number of fronts preclude acceptance of this specific recommendation. However, as noted in the response to recommendation No. 17, the Government is committed to the process of regulatory review.

16. Recommendation

We recommend that in considering new legislation directly affecting the furniture industry, government consult with us to explore the possibility of self-regulation and to determine the impact on our competitive position.

Government Response (Agree in principle)

The Treasury Board will direct individual departments to implement consultation at the problem definition stage with interested parties on proposed new safety, health and fairness regulations where such consultation does not at present take place and where an emergency or unusual circumstance does not exist.

17. Recommendation

We recommend that a clear separation between federal and provincial jurisdiction be established to eliminate the overlap that now exists in some areas.

Government Response (Agree)

The Federal Provincial Relations Office has been charged with the responsibility of identifying and removing areas of program overlap with the provinces. To this end, they are requiring that each department with functional program responsibility undertake a review of its activities in light of provincial involvement and negotiate an end to any overlap that may be identified.

In addition, the Board of Economic Development ministers is preparing an inventory of federal industrial incentive programs as a first step towards fulfilling its mandate to harmonize and rationalize such programs.

18. Recommendation

We recommend that restrictions on burning of wood waste be eased to reduce this waste of energy.

Government Response (Under review)

A number of initiatives have been taken recently at both the federal and provincial levels to enhance industrial energy conservation and to encourage increased utilization of wastes for fuel. The need to examine, on an ongoing basis, the associated air emission demands to minimize the possible counter-productive effects has been recognized.

19. Recommendation

We recommend that pulp and paper companies give access to hardwood saw mills to reduce this loss and waste of raw materials.

Government Response (Under review)

While a responsibility of the provincial governments, discussions on this and other issues related to the forest resource are being addressed through the work of the Canadian Council of Resource and Environment Ministers.

INDUSTRY DEVELOPMENT

20. Recommendation

We recommend that our industry associations develop programs to upgrade the marketing and financial management skills of our managers.

Government Response (Agree)

The Government is considering measures designed to assist the furniture industry in implementing professional development programs to improve the marketing and financial management capabilities of the industry. Meanwhile, the Government is conducting a review of the adequacy of all management training programs.

21. Recommendation

We recommend that programs on product development be formulated which are more directly applicable to our industry and offer our assistance in developing such programs.

Government Response (Agree in principle)

The Government is currently reviewing possible assistance measures that more closely meet the specific needs of the furniture industry.

LABOUR LEGISLATION AND TRAINING

22. Recommendation

We recommend that Government re-allocate funds currently spent on manpower development to give a greater emphasis on in-plant and on-job training.

Government Response (Agree)

While federal-provincial training agreements inhibit an immediate re-allocation of funds from institutional to in-plant and on-job training, the Government has already moved to direct additional funds into industrial training programs. Specifically, in the development of its employment strategy for the 1980's, the Government will:

- a) Explore means by which greater emphasis can be given to on-site industrial training, consistent with training cost-effectiveness and high training quality.
- b) Continue to give priority to programs aimed at high-skilled training, including expanded apprenticeship programs.
- c) Investigate ways in which funding for apprenticeship programs can be used to address particular problems such as maintaining apprenticeship levels during periods of economic slack.
- d) Be prepared to respond to management and union proposals for joint investigation of alternative forms of industrial training that rely more heavily on private sector participation.
- e) Examine the scope for expanding its programs for training first-line supervisors and journeymen/teachers.

23. Recommendation

We recommend that provincial workmen's compensation boards or their equivalents be restructured to greatly reduce their administrative burden in order to substantially reduce their overall costs.

Government Response

This issue has been referred to and is to be addressed by the provincial governments.

24. Recommendation

We recommend that the Unemployment Insurance Act be restructured to allow it to serve as insurance against unemployment and not as an alternative.

Government Response (Agree)

The Government, after hearing views from many parties including those of labour which were opposed to U.I. amendments, has introduced amendments to the Unemployment Insurance Program. These changes to the U.I. Act (Bill C-l4) included five measures intended both to reduce the disincentives to work and to encourage workers to establish more stable work patterns and develop longer work attachments to the labour force. These changes are: higher entrance requirements for individuals with repeat claims in a 52-week period, additional entrance requirements for new entrants and re-entrants to the labour force, an increase in minimum insurability, (20 hours of work per week will now be needed for such work to be insurable), a reduction of weekly benefit rate of 60 per cent of average insurable earnings, and a recovery of a portion of U.I. benefits from high income claimants.

25. Recommendation

We endorse the position at the First Ministers' Conference that Government provide leadership in limiting wage settlements. We also recommend that the right to strike be removed from the public sector.

Government Response (Agree in part)

The Federal Provincial Conference of First Ministers held in Ottawa, February 13-15, 1978 concluded that the level of total compensation paid to public employees should reflect compensation levels in the private sector. It was agreed to establish a mechanism for the exchange of compensation information among governments and to continue consultations on practices in this important area.

The Government has introduced legislation which would link compensation levels in the public sector with those of the private sector. Their legislation is intended to not only ensure equivalence in private and public sector wages, but also to protect public sector wages from lagging behind the private sector in a way which would be disadvantageous to public servants. In defining wage settlements in the public sector the Government will continue to rely primarily on collective bargaining.

26. Recommendation

We recommend that "right to work" legislation be enacted.

Government Response (Disagree)

Attention is drawn to the agreed position developed by the Overview Committee on the role of unions and collective bargaining in the Canadian industrial economy. "Right to work legislation", to the degree that it undermines the collective bargaining process in industries where labour is organized, would be inconsistent with the position adopted by the Overview Committee.

27. Recommendation

We recommend that minimum wage legislation follow and not lead labour trends and that it allow for regional and industry differences throughout the country.

Government Response

As this issue falls under provincial jurisdiction it has been referred to the provincial governments and is to be addressed by them.

TRANSPORTATION

28. Recommendation

We recommend that trucking regulations be relaxed to allow two-way movement of goods.

Government Response (Agree in principle)

The federal and provincial governments, along with the transportation industry, will continue to encourage through the existing mechanism (the Canadian Conference of Motor Transport Administrators) facilitation of the movement of freight in both directions between provinces.

29. Recommendation

We recommend that equal ton/mile rates be established across Canada to eliminate existing inconsistencies.

30. Recommendation

We recommend that carload rates and minimums be reduced to a level equal to those in the U.S.

Government Response (29. Disagree) (30. Disagree)

The Government reiterates its intention as a general policy to allow freight rates to be established by market forces and that where it is deemed necessary to fulfill socio-economic objectives for carriers to transport commodities at unremunerative rates, or where expenditures on facilities or services have a non-commercial rationale, these subsidies on expenditures should be met by governments.

GOVERNMENT PROCUREMENT

31. Recommendation

We recommend that the federal government eliminate its internal furniture design program and purchase industry designed products.

Government Response (Under Review)

Current guidelines on Government practices respecting the provision of office furniture and furnishings will be reviewed in the light of industry's concern and when feasible, government departments and agencies will standardize purchase requirements over time and aggregate them across departments so that maximum opportunities exist for scale economies and the development of sources of Canadian supply.

The federal government recently announced a series of measures which together constitute a "National Purchasing Policy". The steps include a new Source Development Fund of \$25 million for its first year of operation. The Fund will provide the extra money needed to help Canadian firms develop products, particularly high technology items, not currently manufactured in Canada. Because of "best-value-formoney" requirements in the Government's purchasing, it has been difficult to pay the extra costs involved in developing Canadian products as sources of supply. The Source Development Fund addresses this problem.

Tied to the Fund is a new "Purchase Review Systems", which provides for early consultation with industry and increased coordination within the federal government with respect to planning of the Government's larger purchases. Other measures in the policy include increased profit rates for Government suppliers who contribute to industrial development goals such as increased employment, investment, and regional growth. The Government will also increase the value of contracts let in high unemployment areas; the membership of the Canadian Government Specifications Board, now an internal Government body, will be broadened to include representatives from all levels of Government, business, labour and consumer groups; a continued drive to involve Canadian firms in Government sub-contracting, especially small business and firms in high technology areas; and a determined effort to coordinate the purchasing policies of the federal and provincial governments to maximize the impact of governmental purchases on the Canadian economy.

DEPARTMENT OF INDUSTRY, TRADE AND COMMERCE

32. Recommendation

We recommend that the Department be restructured to separate industry from trade as the trade emphasis has affected the Department's effectiveness for industry.

Government Response (Disagree)

In the present environment with strong continuing emphasis on measures to enhance industrial performance, the Government believes that the maintenance of an integrated cohesive operation within Industry, Trade and Commerce will facilitate the delivery of its recently announced programs.

The recent creation of the Board of Economic Development Ministers will focus further Government efforts relative to industrial development.

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ANNEX I

LIST OF PARTICIPANTS IN CONSULTATIVE TASK FORCE ON THE CANADIAN FURNITURE INDUSTRY

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